

Message Text

LIMITED OFFICIAL USE

PAGE 01 PARIS 19787 01 OF 02 212029Z
ACTION IO-14

INFO OCT-01 EUR-12 ISO-00 CIAE-00 INR-10 NSAE-00
AID-05 ICA-11 AF-10 ARA-10 EA-10 NEA-11 OIC-02
OES-07 HEW-04 /107 W
-----014142 212045Z /63

P R 211837Z JUN 78
FM AMEMBASSY PARIS
TO SECSTATE WASHDC PRIORITY 3634
INFO USMISSION GENEVA
USMISSION USUN

LIMITED OFFICIAL USE SECTION 01 OF 02 PARIS 19787

E.O. 11652: GDS
TAGS: UNESCO, AORG, ABUD
SUBJECT: UNESCO: ACTION PROGRAM FOR IMPROVED U.S.
PARTICIPATION IN INTERNATIONAL ORGANIZATIONS
REF: ASST SECY MAYNES' MEMO OF MARCH 20, 1978
SUMMARY: FOLLOWING REMARKS ARE PERM DEL'S SUGGESTIONS
FOR ISSUE CATEGORY THREE: INSTITUTIONAL MANAGEMENT
SECTION OF THE UNESCO ACTION PROGRAM THAT WILL BE
PREPARED BY IO/UNESCO. END SUMMARY
1. PROGRAM EVALUATION PROCEDURES IN UNESCO CAN BE
IMPROVED BY:
A. WITHIN THE FRAMEWORK OF PLANNING BY OBJECTIVE,
WORKING FOR A HIGHER DEGREE OF VERIFIABILITY IN TARGETS.
B. ESTABLISHING AN EFFECTIVE INTERNAL ASSESSMENT AND
EVALUATION FUNCTION WITHIN THE SECRETARIAT.
C. INSTITUTING METHODS FOR A SYSTEMATIC INTERNAL
ASSESSMENT WHEREBY EACH PROGRAM ACTIVITY WILL INCLUDE
APPROPRIATE INDICATORS OF EXPECTED IMPACT, AS WELL AS
A DEFINITION OF CRITERIA BY WHICH QUALITATIVE AND
QUANTITATIVE JUDGMENTS CAN BE MADE ON THE ACHIEVEMENTS
OF EACH PROGRAM ACTIVITY.
D. STRENGTHENING THE EVALUATION STAFF AT A CENTRAL

LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 PARIS 19787 01 OF 02 212029Z

COORDINATING POINT IN EACH PROGRAM SECTOR AND SENSI-
TIZING STAFF AT HEADQUARTERS AND IN THE FIELD TO THE
IMPORTANCE OF AN EFFECTIVE EVALUATION PROCESS.
E. STRENGTHENING THE ROLE, WORK AND RELIANCE ON THE
UN JOINT INSPECTION UNIT.
F. STRENGTHENING THE ROLE AND FUNCTION OF UNESCO'S
OWN INSPECTOR GENERAL WITHIN THE SECRETARIAT.

G. CONTINUING THE ASSUMPTION BY THE U.S. DELEGATION OF RESPONSIBILITY FOR DOING IN-DEPTH STUDIES ON BEHALF OF THE SPECIAL COMMITTEE OF THE EXECUTIVE BOARD.

H. ENCOURAGING THE APPROPRIATE MEMBERS OF THE EXECUTIVE BOARD AND PERMANENT DELEGATIONS TO MAKE ORIENTATION AND INSPECTION VISITS TO UNESCO ACTIVITIES AWAY FROM HEADQUARTERS.

2. MAJOR INSTITUTIONAL MANAGEMENT ISSUES THAT WILL ARISE IN THE NEXT YEAR, EITHER IN A CRITICAL FORM, OR AS THE BEGINNING OF A LONG-RANGE DEVELOPMENT:

A. THE UNESCO SECRETARIAT IS ACTIVELY SEEKING TO EXPAND ITS ACCESS TO EXTRABUDGETARY FUNDING, AND HAS PUT AN ITEM CONCERNING THIS ON THE AGENDA OF THE 20TH GENERAL CONFERENCE (ITEM 15). THE UNITED STATES GENERALLY TAKES THE POSITION THAT EXTRABUDGETARY FUNDING SHOULD BE CHanneLED THROUGH THE UNDP RATHER THAN GOING DIRECTLY TO THE SPECIALIZED AGENCIES. HOWEVER, WE HAVE SUPPORTED CERTAIN FUNDS-IN-TRUST; FOR EXAMPLE, THOSE FOR RESTORING MONUMENTS. WE WILL HAVE TO WATCH THE SECRETARIAT CAREFULLY TO INSURE THAT THEY DO NOT GET OUT OF BOUNDS.

B. RESTRUCTURING THE UNESCO SECRETARIAT FROM THE TRADITIONAL SECTORIAL FORM (I.E., STAFF ORGANIZATION ACCORDING TO THE SECTORS OF EDUCATION, SCIENCE, CULTURE, AND COMMUNICATION) TO CONFORM TO THE NEW PLANNING BY OBJECTIVE PROCESS. THE 1980-81 BUDGET IS LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 PARIS 19787 01 OF 02 212029Z

TO BE CAST IN THE PROGRAM BY OBJECTIVE FORM, RATHER THAN ACCORDING TO SECTOR. THE HIGHER LEVELS IN THE UNESCO SECRETARIAT ARE NOW BEGINNING TO CONSIDER THE PROBLEMS OF KEEPING THE TRADITIONAL, SECTORIALLY STRUCTURED STAFF WHEN THE PROGRAM IS NO LONGER SECTORIALLY DESIGNED. THIS IS A LONG-RANGE PROBLEM.

C. AN IMPORTANT INTERNAL REORGANIZATION HAS JUST TAKEN PLACE, GIVING A FRENCH ASSISTANT DIRECTOR GENERAL OVERALL PROGRAM PLANNING AND BUDGETING RESPONSIBILITY. HE ENJOYS THE CONFIDENCE OF THE DIRECTOR GENERAL, AND IT APPEARS THAT HE WILL HAVE CONSIDERABLE INFLUENCE ON WHAT GOES INTO UNESCO'S PROGRAM. THE COMING YEAR WILL GIVE US SOME INDICATION OF THE EXTENT TO WHICH THIS APPEARANCE REFLECTS REALITY. TO THE EXTENT THAT THIS ASSISTANT DIRECTOR GENERAL CONSOLIDATES HIS AUTHORITY OVER THE PROGRAM AND BUDGET, THE OTHER ASSISTANT DIRECTORS GENERAL WILL SUFFER DIMINUTION OF THEIR AUTHORITY. THERE IS A PRIMA FACIE PRECUMPTION THAT SUCH A CONCENTRATION OF PROGRAMMING AND BUDGETING AUTHORITY WILL LOWER THE EFFICIENCY OF THE ORGANIZATION. WE ASSUME THAT REMOVING PROGRAMMING AUTHORITY FROM THE OTHER ASSISTANT DGS CAN ONLY LOWER

LIMITED OFFICIAL USE

NNN

LIMITED OFFICIAL USE

PAGE 01 PARIS 19787 02 OF 02 212038Z
ACTION IO-14

INFO OCT-01 EUR-12 ISO-00 CIAE-00 INR-10 NSAE-00
AID-05 ICA-11 AF-10 ARA-10 EA-10 NEA-11 OIC-02
OES-07 HEW-04 /107 W
-----014195 212045Z /63

P R 211837Z JUN 78
FM AMEMBASSY PARIS
TO SECSTATE WASHDC PRIORITY 3635
INFO USMISSION GENEVA
USMISSION USUN

LIMITED OFFICIAL USE SECTION 02 OF 02 PARIS 19787

MANAGEMENT EFFICIENCY. WATCHING FOR SIGNS OF SUCH A
DECLINE IN MANAGEMENT EFFICIENCY AND GUARDING AGAINST
IT WILL BE AN IMPORTANT FUNCTION OF THE EXECUTIVE
BOARD OVER THE COMING YEARS. THIS IS A LONG-RANGE
ISSUE.

D. THE RELATIONSHIP BETWEEN FIELD AND HEADQUARTERS
IN UNESCO IS UNSATISFACTORY. AUTHORITY IS STILL TOO
MUCH CONCENTRATED IN PARIS, AND THE REGIONAL
OPERATIONS ARE STILL TOO MUCH MERELY EXTENSIONS OF THE
PARIS-BASED SECTORS OF UNESCO HEADQUARTERS. WE LOOK
AT THIS PROBLEM IN TERMS OF DECENTRALIZATION, AND WE
ARE OF THE OPINION THAT UNESCO IS NOT DECENTRAL-
IZING AS FAST AS IT COULD OR SHOULD. WE FAVOR GREATER
AUTONOMY FOR THE REGIONAL OFFICES IN PROPOSING PROGRAMS
AND SPENDING FUNDS WITHIN THEIR GEOGRAPHIC AREAS. THIS
IS A LONG-RANGE ISSUE.

E. UNESCO'S RELATIONS WITH OTHER INTERNATIONAL ORGAN-
IZATIONS ARE DEFECTIVE IN TWO CASES THAT ARE OF CONCERN
TO THE UNITED STATES. ONE IS WITH THE UN JOINT
INSPECTION UNIT. ALTHOUGH UNESCO IS MOVING GENERALLY
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 PARIS 19787 02 OF 02 212038Z

INTO A CLOSER RELATIONSHIP WITH THE JIU, IT IS HARDENING OF ITS POSITION AGAINST GRANTING THE JIU STATUS AS AN ORGAN OF THE UNESCO GENERAL CONFERENCE. CONSTITUTIONAL PROBLEMS ARE CITED AS THE REASON, BUT THE PERMDEL IS OF THE OPINION THAT THE REAL REASON IS THE RELUCTANCE OF THE SENIOR MEMBERS OF THE SECRETARIAT TO EXPOSE THE ORGANIZATION TO THE FULL EFFECTS OF A HARD, IMPARTIAL VIEW. IN ANY EVENT, DECISIONS ARE NOW BEING TAKEN THAT WILL RESULT IN UNESCO'S ACCEPTANCE OF THE NEW JIU STATUTES ONLY ON CONDITION THAT THE JIU WILL NOT BE REGRDED AS AN ORGAN OF THE GENERAL CONFERENCE. ANOTHER AGENCY WITH WHICH UNESCO HAS HAD SENSITIVE RELATIONS IN THE NEAR PAST IS UNEP. RELATIONS HAVE IMPROVED, BUT THERE SHOULD BE A CONTINUING SMOKE WATCH HERE, AS THERE IS A POTENTIAL AREA OF CONFLICT. UNESCO'S MAN IN THE BIOSPHERE PROGRAM IS AN ENVIRONMENTAL PROGRAM AND THE FENCE BETWEEN MAB AND UNEP WILL REQUIRE CAREFUL TENDING.

F. THE INTERNAL INFORMATION SYSTEM OF UNESCO IS NOT ONE OF ITS SIGNIFICANT MANAGEMENT PROBLEMS. IT HAS A BASIC COMPUTER AND IS USING IT FOR CERTAIN ROUTINE MANAGEMENT PURPOSES. WE PRESUME THAT IMPROVEMENTS COULD ALWAYS BE MADE, BUT THIS AREA IS NOT ONE TO WHICH THE U.S. IS LIKELY TO PAY SIGNIFICANT ATTENTION OVER THE NEXT FEW YEARS. UNESCO, OF COURSE, HAS PROGRAMATIC INTERESTS IN INFORMATION SYSTEMS, BUT THIS INTEREST IS SEPARATE FROM ITS INTERNAL USE OF AN INFORMATION SYSTEM AS A MANAGEMENT TOOL.

G. THE PUBLIC INFORMATION ACTIVITIES OF UNESCO ARE SERIOUSLY DEFECTIVE. ITS OFFICE OF PUBLIC INFORMATION HAS BEEN CRITICIZED BY AN AMERICAN OBSERVER ON ALMOST EVERY COUNT. HOWEVER, THIS SITUATION DOES NOT AFFECT THE U.S. INTEREST TO ANY GREAT EXTENT, AND IT IS LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 PARIS 19787 02 OF 02 212038Z

UNLIKELY THAT WE WILL CHOOSE TO ALLOCATE A SIGNIFICANT PORTION OF OUR RESOURCES TO BRINGING ABOUT IMPROVEMENTS HERE.

H. THE MOST SERIOUS MANAGEMENT PROBLEM IN UNESCO IS THE ALMOST TOTAL CONCENTRATION OF DECISION MAKING AUTHORITY IN THE HANDS OF THE DIRECTOR GENERAL. HE DOES NOT DELEGATE AUTHORITY WILLINGLY, AND DURING HIS FREQUENT ABSENCES FROM HEADQUARTERS ON "STATE VISITS", VERY FEW DECISIONS ARE MADE. THE DIRECTOR GENERAL PERSONALLY APPROVES ALL HIRINGS, PROMOTIONS AND FIRINGS FROM THE SENIOR SECRETARY LEVEL UP. DIVISION HEADS ARE THUS DEPRIVED OF THEIR MOST EFFECT-

IVE DISCIPLINARY TOOL--THE ABILITY TO PROMOTE OR NOT
PROMOTE THEIR SUBORDINATES. THE HIGH DEGREE OF
CONCENTRATION OF DECISION MAKING AUTHORITY IS PROBABLY
THE MOST SERIOUS MANAGEMENT PROBLEM THE ORGANIZATION
FACES. IT IS A LONG-RANGE PROBLEM, AND ONE THAT MERITS
OUR CLOSE ATTENTION, ALTHOUGH WE DO NOT PRESENTLY HAVE
ANY PROMISING PROPOSALS FOR DEALING WITH THE PROBLEM.
TORRES

LIMITED OFFICIAL USE

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: n/a
Control Number: n/a
Copy: SINGLE
Draft Date: 21 jun 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978PARIS19787
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: DG ALTERED
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780259-0441
Format: TEL
From: PARIS
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780635/aaaabejd.tel
Line Count: 232
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 4b463984-c288-dd11-92da-001cc4696bcc
Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 05 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: N/A
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2265052
Secure: OPEN
Status: NATIVE
Subject: UNESCO: ACTION PROGRAM FOR IMPROVED U.S. PARTICIPATION IN INTERNATIONAL ORGANIZATIONS
TAGS: AORG, ABUD, UNESCO
To: STATE
Type: TE
vdkgvwkey: odhc://SAS/SAS.dbo.SAS_Docs/4b463984-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014